

UNIVERSITY OF
ILLINOIS LIBRARY
AT URBANA-CHAMPAIGN
CP&LA

CENTRAL CIRCULATION AND BOOKSTACKS

The person borrowing this material is responsible for its renewal or return before the **Latest Date** stamped below. **You may be charged a minimum fee of \$75.00 for each non-returned or lost item.**

Theft, mutilation, or defacement of library materials can be causes for student disciplinary action. All materials owned by the University of Illinois Library are the property of the State of Illinois and are protected by Article 16B of Illinois Criminal Law and Procedure.

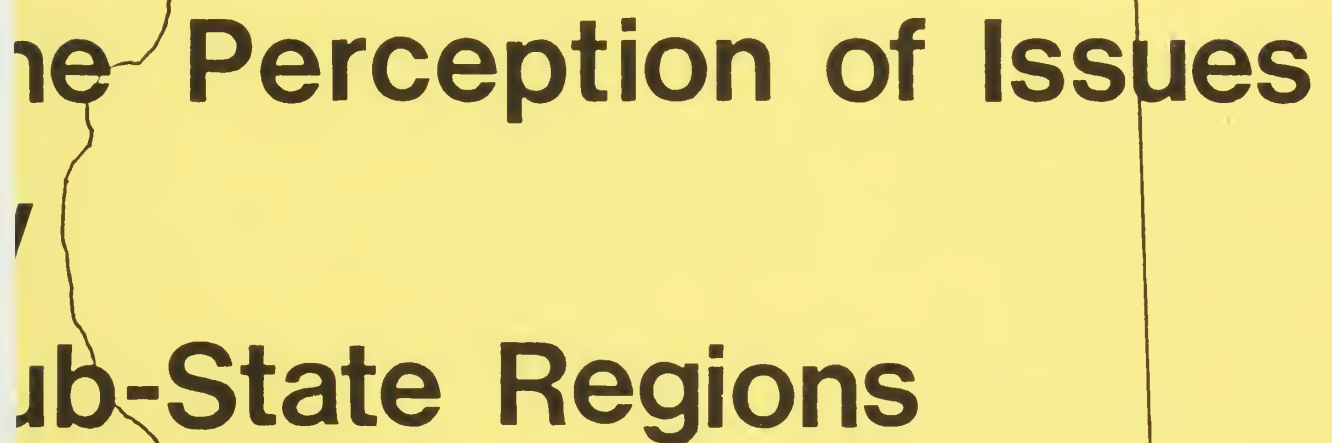
TO RENEW, CALL (217) 333-8400.

University of Illinois Library at Urbana-Champaign

When renewing by phone, write new due date below previous due date.

L162



A large, thin black outline of the state of Illinois is centered on the page. The text of the title is superimposed over the map.

the Perception of Issues Sub-State Regions

Working Paper Number One

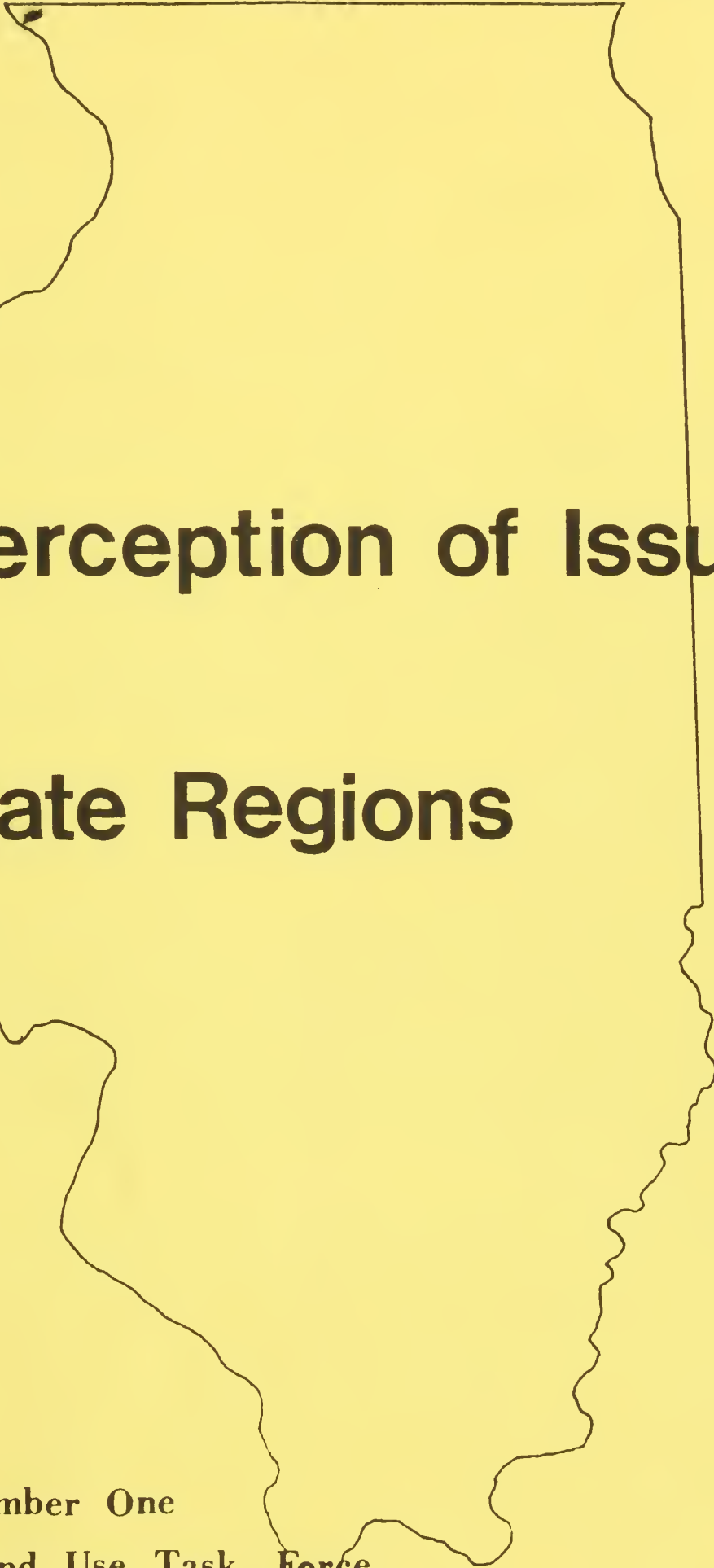
State-Regional Land Use Task Force

University of Illinois - Department of Urban & Regional Planning



Digitized by the Internet Archive
in 2011 with funding from
University of Illinois Urbana-Champaign

<http://www.archive.org/details/perceptionofissu01univ>

A large, thin black outline of the state of Illinois is centered on the page, serving as a background for the title text.

The Perception of Issues by Sub-State Regions

Working Paper Number One

State-Regional Land Use Task Force

University of Illinois - Department of Urban & Regional Planning



THE PERCEPTION OF ISSUES

BY SUB-STATE REGIONS

This paper analyzes the variation in perception of issues by the staffs of three Illinois regional planning agencies. An approach is suggested to classification of issues for land use planning and management. In the Appendix, a report on each region identifies the issues as perceived and illustrates application of the proposed classification system.

This working paper is one of three reports produced by the 1973 Workshop on State-Regional Land Use Planning in the Department of Urban and Regional Planning at the University of Illinois at Urbana. Directors of the workshop were Professors Louis B. Wetmore and Albert Z. Guttenberg.

Each of these reports opens with a suggested framework for state-regional land use planning and management which was devised to provide a context for the three working papers. The framework concept was formulated by Charles Cumby and Karen Yonkers and has been developed for use in these publications by Eugene Goldfarb and Keith Heron.

The basic research and analysis for this working paper was the responsibility of task force members Mary Durward, William Eckel, Eugene Goldfarb and Karen Yonkers. The Appendix reports were developed by task force teams as follows: Champaign County by Sarah Boros, David Groebe, Larry Wilbrandt and Gary Wood; Greater Egypt by Charles Cumby, Charles Floore, John Liberty, Dorothea Stefen and Ken Yonkers; and Northeast Illinois by Catherine Freebairn, Keith Heron, Rosemary Naphin, Stanley Parsons and Jill Tiedt. This publication has been edited from the December 1973 draft by Mary Durward and Eugene Goldfarb.

The members of the workshop wish to thank the Bureau of the Budget and the Department of Local Government Affairs of the State of Illinois for their joint sponsorship of this project.

Working Paper Number One

March 1974

Table of Contents

I. A Suggested Framework for State-Regional Land Use Planning and Management	1
II. Introduction	11
Methodology	
III. The Specific Findings for Each Region	13
A. Northeastern Illinois Region	
B. Champaign County Region	
C. Greater Egypt Region	
IV. State Level Observations	17
A. Issue Perception	
B. Approaches to Classification	
C. Setting of Priorities	
Tables	
1. Workshop Findings -- Instrumental Issues	23
2. Workshop Findings -- Substantive Issues	24
Appendix A -- Champaign County Region	25
Appendix B -- Greater Egypt Region	37
Appendix C -- Northeastern Illinois Region	48

I. A SUGGESTED FRAMEWORK FOR STATE-REGIONAL LAND USE PLANNING AND MANAGEMENT

The central questions confronting the state in the development of a land use planning and management process concern the procedure and scope of such an inquiry. The papers collected here represent the culmination of a workshop designed to examine some of these questions and place them in an ordered relation to each other to participants in the planning process.

The study was designed to focus on the role of the substate region within the total state land use planning and management procedure. Initially, the study was to survey the development issues in three Illinois substate regions in order to get a handle on the actual land use related issues facing Illinois and the degree of variation among various regions of the state.¹

As the study developed it was expanded to include an issue analysis method which would allocate functions of government to different levels of jurisdiction for each particular issue under scrutiny.² This second stage of the study clarified the posture of the substate region in relation to other levels of concern (national, state, and local) and illustrated the range of functions to be allocated among levels in meeting the demands of particular problems.

Through published materials and the sessions of the National Planning Conference at Atlanta, workshop participants began to examine land use legislation in various states and current pieces of proposed legislation (Jackson and Humphrey Bills). This search eventually crystallized in an examination of two models which were felt to best represent nodal points of the national dialogue -- the ALI (American Law Institute) and ACIR (Advisory Commission in Intergovernmental Relations) models. These were examined and found to be complementary models representing different facets of a total land use planning and management program.³

¹See Working Paper One

²See Working Paper Two

³See Working Paper Three

A. STAGE ONE - PERCEPTION OF ISSUES

The initial exercise of the workshop, a reconnaissance of three Illinois sub-state regions, was designed to elicit an identification of major and significant issues from each of the three planning agencies.⁴ These issues were not limited to land use concerns but included all those issues identified as significant in each of the three case study regions. The criteria for elevating an issue to major dimensions were either its urgency or dominance. A significant issue became major if placed within a time frame relative to a crisis situation -- urgency. An issue was also considered major when it held the key to the resolution of other issues -- dominance.

The survey results were then subjected to a systematic analysis by the workshop. First the issues were classified as either instrumental or substantive; a dichotomy which is best conceptualized as relating either to ends (substantive) or means (instrumental). Instrumental issues are concerned with methods of implementation whereas substantive issues are direct public concerns. The substantive issues were then further sorted onto three points of a conserve - develop continuum. (See Figure 1).

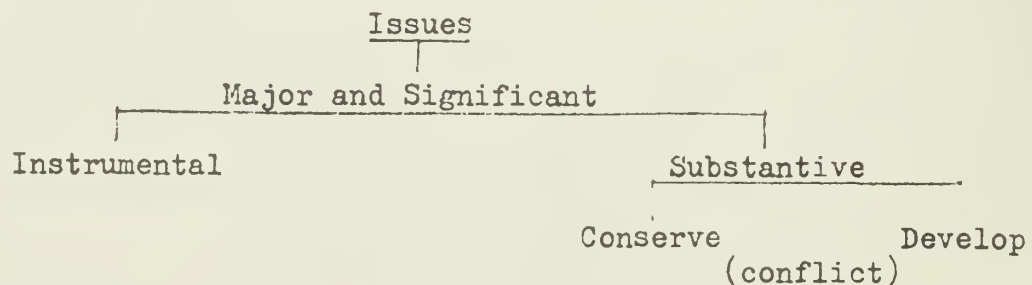


FIGURE 1: ISSUE ANALYSIS

⁴ See Working Paper One and Appendices

Conservation is defined as being primarily concerned with the efficient allocation of scarce resources and the preservation of areas of critical environmental concern. Emphasis is placed on inventorying, monitoring, and evaluation of land use changes for their resource impact. If such concerns are dominant, then state-wide incentives and regulations appear to be the main instruments for policy implementation.

By contrast, development refers to an emphasis on growth and the accommodation of new population and economic activity. Development issues tend to be addressed by formulating goals, objectives and policies to guide development in terms of growth and distribution patterns. Because conservation demands a wider scope of concern, state initiative and use of authority is implied; while the competitive nature of attracting growth and the spatial limits on distributing growth places a development approach within a local or regional context. Local initiative and management controls are central to resolution of development issues.

The investigations indicate that the three regions studied are concerned with both conservation and development issues in varying degrees depending upon each region's unique situation. Thus to meet the region's full range of concerns, a program which responds to both conservation and developmental issues should be established.

STAGE TWO - DISTRIBUTION OF AUTHORITY

Stage Two provides a technique for state analysis of each specific issue as a basis for allocating functions in a state land use planning and management program. The technique was designed to address the crucial question posed in developing a policy for dealing with any land use issue: namely, at what level should each function of the planning and development process take place?

At first, eight functions of the planning and development process were identified:

- | | |
|--|--------------------------------|
| 1. data gathering | 5. determination of strategies |
| 2. data analysis | 6. implementation |
| 3. objective and goal setting | 7. monitoring |
| 4. determination of plans and policies | 8. evaluation |

The workshop then chose to concentrate on the four functions which possess authority/decision-making elements:

- | | |
|--|--------------------------------|
| 3. objective and goal setting | 5. determination of strategies |
| 4. determination of plans and policies | 6. implementation |
| | -- persuasion |
| | -- subsidy incentive |
| | -- regulation |
| | -- public ownership |

The other four functions (data gathering, data analysis, monitoring, and evaluation) were not studied because their assignment is assumed to be largely on the basis of efficiency criteria.

The technique examines each function separately and assigns it to a specific level of government. The goal and objective setting function is allocated to the level which possesses the basic concern for the issues being analyzed. Implementation is likewise assigned to the level which possesses the authority to administer the implementation instrument, either through constitutional assignment or delegation. The determination of strategies, and of plans and policies, is assigned for each issue on the basis of three criteria for effectiveness.⁵

⁵ See Working Paper Two and Appendices

FIGURE 2: THE COMPARATIVE AUTHORITY MATRIX

PLANNING AND MANAGEMENT FUNCTIONS	PRESERVATION OF AGRICULTURAL LAND	FLOODPLAIN MANAGEMENT	EXPANSION OF LOW COST HOUSING
1. DATA GATHERING #			
2. ANALYSIS #			
3. GOAL & OBJECTIVE SETTING *	NATIONAL	NATIONAL	NATIONAL
4. DETERMINING PLANS & POLICIES	STATE	STATE	REGION
5. DETERMINING STRATEGIES	REGION	REGION	STATE
6. IMPLEMENTATION PROCESS **	STATE	STATE NATIONAL	STATE
a. Persuasion	REGION	REGION	REGION
b. Regulation	COUNTY	REGION	LOCAL(STATE)
c. Subsidy	STATE	NATIONAL	NATIONAL
d. Public Owner- ship	STATE	STATE	STATE
7. MONITORING #			
8. EVALUATION #			

These non-authority functions should be assigned to the level at which they can be performed most efficiently and effectively.

* Assigned to the level with Basic Concern and Territorial Scope and therefore most appropriate for setting goals and objectives.

** Assigned to the level with Constitutional Authority to use required powers or to assign responsibility for implementation to another level.

Three land use issues in Illinois -- preservation of agricultural land, flood plain management, and expansion of low cost housing -- were selected to test this model. The distribution of the authority functions among national, state, regional, and local governments for each of these issues is presented in Figure 2 (the Authority Matrix). In these limited but illustrative cases, the national government was uniformly assigned the authority function of goal and objective setting because of the nation-wide concern for resolving these issues. The state assumed the function of plan and policy determination and the region that of determining strategies for the two environmental issues, whereas for the housing issue the roles were reversed, with the state determining strategies after the region had set forth plans and policies.

The state government was identified as the level with vested authority for regulation and public ownership for all issues. The state, however, delegates authority to other levels except where it feels these authority functions would not be managed appropriately at another level. Basic operation of regulations was assigned to localities, except for state overview and over-ride for matters of state concern. Federal funds are the major base for subsidies which are at the center of incentive strategies. Regions were perceived as in the best position to use the power of persuasion under A-95 and other review procedures.

The workshop was particularly concerned with how the role of the region might vary as a function of differing county capabilities and sets of issues in various regions. Another matrix was established to clarify this question (see Figure 3 -- Region-County Matrix). The Region-County Matrix tests the delegation of authority functions among the three substate regions surveyed in Paper One for each issue analyzed in Paper Two. Regional variation was observed but was not a significant factor for the limited number of programs examined in this study. A more significant number of variations could be expected if a wider range of issues and substate regions were analyzed.

FIGURE 3: THE REGION/COUNTY MATRIX

	GREATER EGYPT		N.I.P.C.		CHAMPAIGN CTY	
	Reg. County		Reg. County		Reg. County	
<u>PRESERVATION OF AGRICULTURAL LAND</u>						
4. DETERMINING PLANS & POLICIES						
5. DETERMINING STRATEGIES	X		X		X	
6. IMPLEMENTATION						
a. Persuasion	X		X		X	
b. Regulation		X		X		X
<u>EXPANSION OF LOW COST HOUSING</u>						
4. DETERMINING PLANS & POLICIES	X		X			X
5. DETERMINING STRATEGIES						
6. IMPLEMENTATION						
a. Persuasion	X		X		X	
b. Regulation						
<u>FLOODPLAIN MANAGEMENT</u>						
4. DETERMINING PLANS & POLICIES						
5. DETERMINING STRATEGIES	X		X		X	
6. IMPLEMENTATION						
a. Persuasion	X		X		X	
b. Regulation	X			X	X	

Working Paper Two was centered around the role of the substate region. Two conclusions were stated as hypotheses for future study:

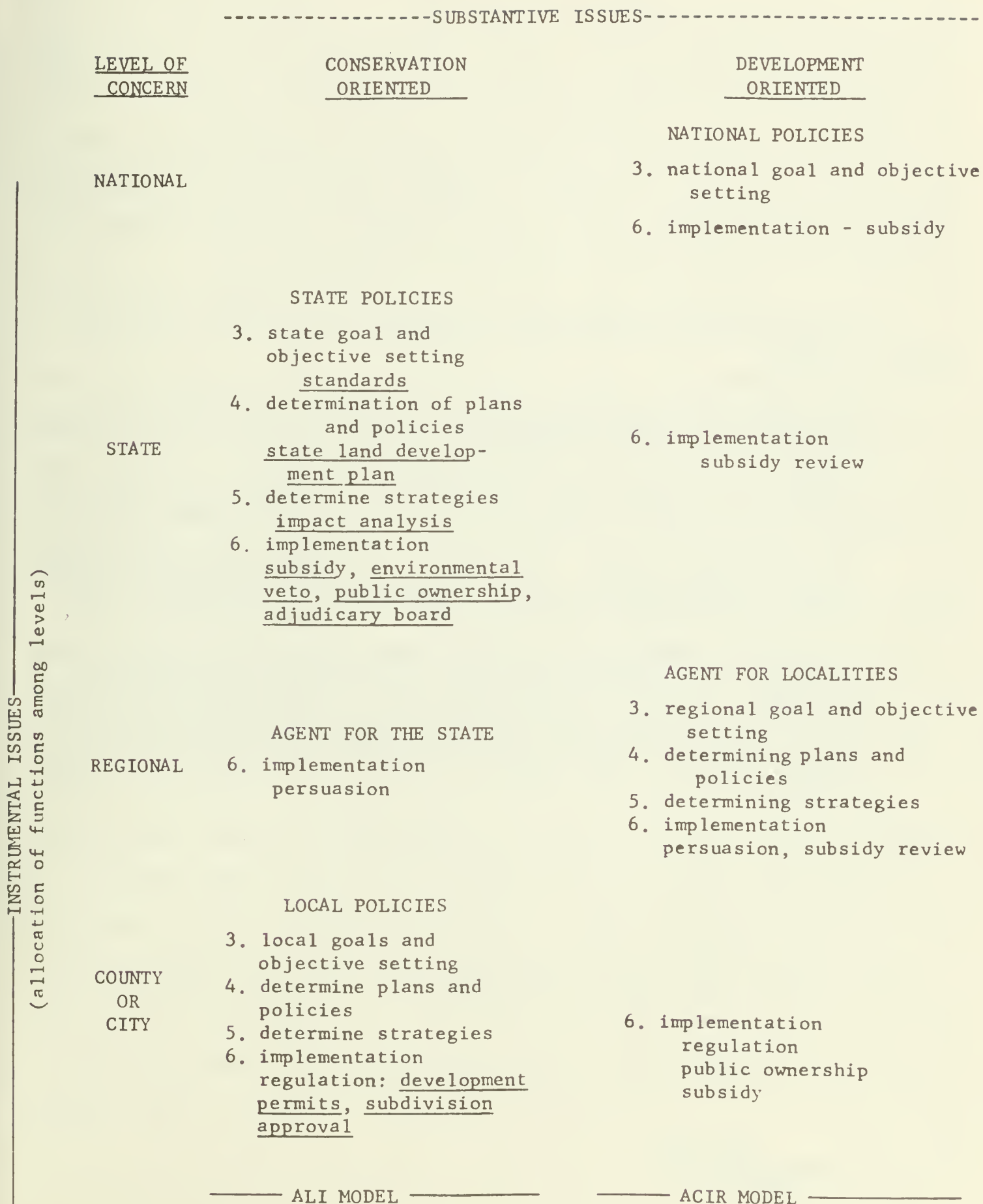
- 1) The region will have a range of functions determined by the three levels of general government -- national, state, and local. A region should have powers as well as responsibility to bring about cooperation in its assigned functions within a state land use planning and management process.
- 2) Neither of the ALI nor ACIR models will be adequate for Illinois; a hybrid of these two should be developed which would utilize one tier of regions throughout the state to represent flexibly state and local interests as appropriate within each region.

THE FRAMEWORK

The most significant result of this study is the manner in which the working papers developed by the various teams of the workshop combine to form a wholistic Framework. This Framework provides a systematic approach to examining and ordering the issues that pervade the design of a land use management program. The structure of this Framework is illustrated in Figure 4. The input from the issue analysis of Working Paper One was used to structure the Framework while the work on the distribution of authority functions in Working Paper Two provided its content.

The first step in ordering the issues derived from the reconnaissance segment of Working Paper One was to sort them into a "substantive - instrumental" dichotomy. In the Framework each of these two categories represents a separate dimension (the horizontal and vertical axes of the diagram). This structure reflects the need for a land use planning system to deal with both issues of substance and operation. The analysis section of Working Paper One also sorted substantive issues along a "conserve - develop continuum." This ordering is reflected in the structure of the diagram's horizontal axis.

FIGURE 4: FRAMEWORK



The ALI and ACIR models were analyzed to illustrate the current range of approaches to state-wide planning.⁶ The ALI model is a thoroughly developed state land use model oriented toward conservation which assigns specific responsibilities and regulatory functions to various levels of government within the state. The ACIR model is a more comprehensive model attempting to develop the strategic role and functions of metropolitan regions and centering regional decision making with local officials. Both of these models are illustrated through the distribution of authority functions defined in Working Paper Two.

The major findings of Working Paper Three are visible from an inspection of Figure 4, namely:

1. The state assumes a dominant role under the ALI code which centers on the conservation issues in land use planning. Growth is to be restrained through the evaluative techniques of impact analysis.
2. Regional and national roles are emphasized in the ACIR model which has a positive orientation toward development balanced with conservation.
3. The national political debate contains advocates of both models as well as combinations thereof. (For example, the Jackson Land Use Bill which emphasizes conservation, and the Humphrey Bill which proposes a comprehensive approach involving both conservation and development).
4. The substate region's role varies with the functions it is called upon to perform. The region is seen as a unit which has the potential of becoming an agent for the state, an agent for national policy, an agent for local interests, or a forum for the interaction of all these interests. The performance of a range of functions for various levels of general government would require a "hybrid" of the ALI, ACIR and other models.

⁶ See Working Paper Three

II. INTRODUCTION

Issue identification and classification are central to the development of a state land use planning and management system. The regional level of government has been observed to be important for both perception of an issue and implementing the programs needed for the final resolution of that issue. It has been hypothesized, however, that the regions in Illinois are sufficiently distinct so as to show a great deal of regional variation in the way they perceive and deal with different issues.

This paper focuses on the perception and classification of issues in the three study regions: the Northeastern Illinois Region, the Champaign County Region, and the Greater Egypt Region. The analyses and formulations presented here are based on the three reports contained in the Appendix to this paper. Although this discussion is somewhat general, specific analysis of the issues is presented in the Appendix.

There are several limitations to this study. The project is one of student effort in which both time and money constraints weigh heavily. A more comprehensive and in-depth analysis might emerge if undertaken by a professionally staffed office. Secondly, the investigation was limited to only three of many regions. The regions were chosen in an effort to find the most diverse but representative issues, yet only twelve of one hundred two counties were studied. It is possible that important issues present elsewhere in the state have been overlooked. A final limitation of the study is that the choice of major and significant issues was made by the professional staffs in the planning agency concerned with each region. It is not known how closely these issues correspond to those that might be identified by the public or other agencies within the given regions.

Methodology

The methodology of the three teams was uniform in design, although details were adapted to the particular area under investigation. In addition to surveying the available literature to identify problems in the regions, each team consulted various experts available through the University. These included faculty from the Landscape Architecture and Agricultural Economics Departments, and from the three state surveys -- water, geological, and historical. Each team then conducted personal interviews with the staff in each regional planning agency involved in our study to obtain the issues as perceived by the professionals in each region. Each team was expected to develop a statement of the problems and opportunities for the assigned region.

As anticipated, each team identified different land use issues, but the frameworks of presentation are similar. In each case the issues are identified as major or significant, according to the economic, areal, or lost opportunity qualities of the issues. For the first draft, two frameworks were identified to structure the analysis of issues. The first included four categories: Social, Economic, Environmental, and Political. The second was based on functional areas and included: Transportation, Housing, Health, Natural Resources, and Economic Development. Neither of these were sufficient because they simply were not inclusive; they did not work to classify certain issues. For further analysis, two new frameworks of classification were developed. The issues were labelled as instrumental or substantive in order to perceive whether the issue was concerned with an end-product to be achieved or the means by which a specific situation might be reached. The substantive issues were further categorized according to whether they prescribed an expansion or contraction of activity or a conflict between the two.

The drafts of this working paper and of the Appendices were reviewed with staff members of the Illinois Bureau of the Budget and Department of Local Government Affairs. They were also discussed with experienced professionals at the Conference of the American Institute of Planners in Atlanta. Both sources provided significant suggestions that were incorporated in this report.

III. THE SPECIFIC FINDINGS FOR EACH REGION

A. Northeastern Illinois Region

The Northeastern Illinois Region is a six-county region consisting of Cook, DuPage, Lake, Kane, McHenry, and Will Counties. All of Chicago and its metropolitan area are included in this region. Northeastern Illinois can be characterized as a large urban center, with surrounding suburbs, surrounding cities and towns of a variety of sizes, as well as some rural areas.

Tax base planning seems to be the central issue around which all the other issues revolve. The local governmental units have the authority for land use control, but each of these units requires funds in order to exercise its jurisdictional authority. A unit uses tax base planning to maximize the number of taxpayers while minimizing service costs in order to remain competitive with other units. This may result in an inefficient allocation of public and private resources.

Because the major issues are not distinct, it is important to understand their inter-relationships. The underlying problem uniting the land use issues facing the NIPC region seems to be the improper allocation of public and private resources prompted by the fractioning of governments in the metropolitan area. This is reflected in the polarization on major issues among income, racial, and ethnic groups. Local government land use controls are used to keep out central city problems and to create an adequate tax base for government services, yet no thought is given to where new development would be accommodated most efficiently.

Classification of the issues into functional areas reflects these concerns. Except for several issues in the category of Natural Resources, the functional issues are concerned with the problem of equitable distribution of resources among communities and public services for poor and minority people throughout the region.

Instrumental issues are perceived as having the greatest priority at the

regional level. Four of the major issues listed by the Northeastern Illinois Planning Commission fall within this category. The two substantive major issues named revolve around and are symptoms of the major instrumental issues.

B. Champaign County Region

Champaign County is a single county in East Central Illinois dominated by agricultural activities. It may be viewed as a representative example of an urban center within the Illinois Corn Belt, although the presence of the state-controlled University of Illinois and federally controlled Chanute Air Force Base make it atypical.

There is no crisis issue that needs immediate attention in Champaign County. Therefore, the region has the option of working toward an optimum living environment or forestalling future problems. However, Champaign County, like other areas, has identified as a key instrumental issue the proliferation of local governmental units and special districts. This is not inherently bad, but where local units have competing goals and interests, it may be difficult for them to reach a consensus on issues that transcend unit boundaries. In order to meet the region's goal of maintaining its fortunate status, Champaign County must face the central issue of local government fragmentation.

The major substantive issues reflect the concern of maintaining an optimum living environment. These issues include: correcting the imbalance of supply and demand for recreation areas by providing more open space, providing for economic growth by a widening of the economic base, improving the housing areas of Champaign, Urbana, and Rantoul that are of relatively low physical quality, and the development of a comprehensive program to manage water resources.

In the classification of issues into functional areas, most of the substantive issues fell into the areas of Natural Resources, Economic Development, and Housing. The Transportation, Health, and Political issues relate basically back

to the main instrumental issue of the proliferation and fragmentation of local governments.

Although there are many instances where substantive and instrumental issues cannot be separated from one another, it seems that the resolution of instrumental issues is the priority in this region. Four of the five major issues are substantive, but most of the significant issues are instrumental. Instrumental issues seem to be the real problem behind many of the substantive issues.

None of the major issues can be labelled as completely oriented toward conservation or development. For example, to improve the housing conditions it is necessary to reduce physical deterioration (conserve) and at the same time develop improved housing programs. All the major issues of Champaign County either include aspects of both conservation and development or involve a conflict between the two.

C. Greater Egypt Region

The Greater Egypt Region is a non-metropolitan, multi-county region consisting of Franklin, Jackson, Jefferson, Perry, and Williamson Counties. It is a rural area with a dispersed population and an economy based mostly on low-paying capital-intensive industries.

The central issue of the Greater Egypt Region is an unhealthy economy combined with an unfavorable planning environment. Industries are not attracted to the area because of a rather sparse population and because there is a lack of public and social services which would normally attract major firms to the area. The economic decline of recent years is beginning to level off, but the region's development has been hindered by adverse planning conditions. Limited resources and the limited time and knowledge of part-time administrators of the many small municipalities prevent consistent implementation of the Commission's plans. Vertical fragmentation compounds these problems; created by a number of local, state,

and federal government agencies that have not uniformly accepted the region's Comprehensive Plan.

The Comprehensive Plan would implement the Dispersed City concept and assure a sharing of benefits by all communities and population groups within the region. This innovative "growth center" concept could be forwarded by the actions of various state and federal agencies if there were a favorable planning environment that assured consistency of actions.

The major issues named by the Greater Egypt task force all revolve around these problems of economic development and unfavorable planning environment. An effective policy to deal with water and sewer facilities might be instrumental in the planned growth of the region. Coordinated regional land use controls could direct and control the land use patterns in a more beneficial manner for both the region as a whole and the localities within the region. Conflicting land uses such as mining and farming need to be resolved. The region's objectives are economic in nature and its planning leverages are not used in a consistent and coordinated manner.

The listing of issues by functional areas expands on the major and significant issues. Besides issues related to economic development and the planning environment, there are issues which are concerned with the living environment of the region. While these issues may not meet the criteria to be major or significant, they may be part of the problems behind the major and significant issues.

Over two-thirds of the issues identified by the Greater Egypt planners are substantive, pertaining to the economic development of the region. The remainder are instrumental and relate to application of the available instruments. All the substantive issues are classified either as development issues or a conflict between development and conservation, again reflecting the concern for the economic development of the region.

IV. STATE LEVEL OBSERVATIONS

A. Issue Perception

The regional level may be important as a tool for both perceiving an issue and implementing the programs needed for the final resolution of that issue. In this section, the first of these two functions, issue perception, will be examined from a comparative perspective. Each region, because of its unique areal and governmental scope, perceives problems and therefore major issues in a different ways.

Two main criteria that can be used in general to pick the major issue from all others are urgency and dominance. Urgency as a criterion implies a pre-determined or at least implied time horizon. An issue might be labelled as major because certain actions need to be taken before much more time passes. If no action is taken, opportunities will be lost to prevent the growth of a minimal problem to a crisis situation. This is the preventive aspect of urgency. The corrective nature of the urgency criteria is found when a substantive need is experienced by a group of people over a period of time. A critical level of tolerance is reached and the urgency becomes one of correcting a long-standing yet pressing need.

Dominance can also apply as a criterion in two ways to issues. A substantive issue can be major because of its dominance in the areal, economic, or social sense -- a common affliction of the majority of people. Dominance can also have significance in the definition of an instrumental issue. An issue may be termed major if resolving that issue would be instrumental in diminishing the root causes of other issues, either instrumental or substantive. The dominance is a strategic one over other issues, not over the character of the region as in the massive impact case.

The three regions being dealt with here each define major issues according to different criteria. These must be understood before any comparisons can be made.

The Northeast Illinois Planning Commission, basically a coordinating office for six professionally staffed and administered counties, is mainly concerned with the planning and administration of the region. Major issues are defined in the context of facilitating the efficient yet equitable planning and administration of the region. The instrumental issues articulated in the report are urgent in the sense of lost opportunity costs and dominant in the sense of strategic value in the resolution of other major issues. A multi-county regional agency of this nature is mainly concerned, and rightly so, with issues that can improve the efficiency and effectiveness of administration and planning in the region. The situation that results if NIPC choosing tax base planning as the central issue and three other instrumental issues as major concerns. One must realize that the Chicago Metropolitan Area has numerous substantive problems, but NIPC is geared to the perception and implementation of solutions to strategic, instrumental issues that improve the effectiveness of local units.

The Champaign County Regional Planning Commission is directly concerned with perception and resolution of issues normally handled by local level agencies because the regional office provides the staffing for cities within the county and the county government itself. Its focus is therefore more substantive than NIPC, yet because its scope of concern and jurisdiction are broader than local units, it has a more instrumental focus than those local units. Two main criteria were used by Champaign to define major issues — both different from the NIPC criteria. The first criterion is urgency in the sense of lost opportunity. If action is not taken on an issue of this nature, irreversable harm may be done or a distasteful situation, difficult to deal with, may arise. The second criterion is the area of impact of the issue — dominance. Issues that affect large numbers of people or large sections of the county are major. Thus, four of the major issues identified by Champaign deal with substantive problems, and the fifth is a strategic issue, that, if resolved, could facilitate resolution of the other four. It is

significant that the central issue — proliferation of local governments — has no meaning in its solution other than the effective resolution of the substantive problems.

The Greater Egypt Region team used a more complex system of judgment criteria. In addition to the questions of urgency and dominance, a major issue must also be related to the central issue of regional economic development, be resolvable by regional efforts, and be of a land use-environmental impact nature. These same criteria were also at least implied by the professional staff. This expanded list of criteria might be explained by the different character of the agency. The region of five counties is large enough to encompass many instrumental inter-jurisdictional problems, yet much of the substantive planning must be done by the regional agency. This is because the local and county agencies are understaffed and unable to deal with their own problems -- a significant reflection on the central issue itself. It follows that the list contains both instrumental and substantive issues. This agency, by its very nature, must combine and perform the central tasks of both the Northeastern Illinois Region and the Champaign County Region agencies. The identification of the central and major issues reflects this combination of tasks.

B. Approaches to Classification

Classification is especially important for structuring the analysis of issues. In this study, variation among the regions was assumed because the three regions chosen have major differences in social, economic, environmental, and political situations. Classification allows one to perceive the differences. The significance of the differences is that their perception allows the state to consider how they would recognize the differences and deal with them. Although each region perceives different problems and maintains different priorities for dealing with the issues, classification systems may enable the state to see problems which recur through all the issues.

Classification systems allow the development of a framework within which state and regional land use policies and priority programs may be formulated in a systematic and coordinated manner. The broad nature of state land use planning demands a sharp conceptualization and structuring of the relevant problems. Only once this framework has been formulated can we begin to develop the specific programs that are needed to treat defined problems.

The results of this study suggest the use of two conceptualizations in ordering the issues that have been articulated: 1) a dichotomy between instrumental and substantive issues, and 2) a breakdown along a continuum of those issues that lead to conservation and those that lead to development.

Sorting along instrumental-substantive lines is useful for two purposes. It serves to establish among issues the urgency with which they must be handled either in terms of lost opportunities or long-standing inequities. It also serves to articulate the dominance of particular issues -- the strategic role they may play in arriving at solutions or the massive effects of certain problems. Classification of issues along substantive-instrumental lines differs among the three case study regions. Each region's issues falls along a continuum from NIPC, with almost entirely instrumental issues to Champaign County with mostly substantive issues. Greater Egypt had a more moderately balanced set of issues within this dichotomy. Noting an emphasis on instrumental issues in the NIPC region suggests that their planning role is different from that of Champaign County which is more localized and aimed at specific substantive problems that require rectification. This may be due to many factors, including the different organization and structure of the agencies, different capabilities, and different scopes of concern.

Two instrumental issues recur in all three regions -- the proliferation of local government units, and competition for land use controls between state, regional, and local governments. Substantive issues with across the board concern include: the preservation and development of open space, proper sewage treatment,

and the distribution of public services. The remaining substantive issues cover a wide range of concern, some unique to one region, others common to several areas. (See Tables 1 and 2 for a cross-tabulation of issues).

The conserve/develop classification also provides a basis for comparing the issues among regions. This scheme is directed to analysis of the substantive issues. An interesting contrast among the three regions indicates the utility of this classification system. One of NIPC's issues, the improvement of waste water treatment, was classified as a development issue. In contrast, Champaign expressed a similar issue, that of protection of water resources, as a conservation issue. Having resolved immediate water supply needs with major reservoirs, Greater Egypt viewed water distribution as an instrumental issue useful in directing and controlling future economic growth and development. Thus, similar issues may be viewed differently by regions and may require different strategies for their resolution.

The conservation/development scheme, therefore, suggests how an issue is perceived by a region and what types of strategies are necessary to achieve the objective. Unlike the previous classification, each of the three regions has a fairly balanced mix of issues between conserve and develop. The environmental issues in all three regions fall under conservation, whereas public services and economic development dominate the development category.

C. Setting of Priorities. Issues may be analyzed with a series of questions to determine priorities and a course of action. Planning is a crisis oriented profession; its approach is one which attempts to deal with perceived problems in order to restore a desired societal balance. The first step in any planning process is therefore one of defining the relevant issues. Within the framework of a state land use planning policy, the scope of this issue/definition process is broad, requiring not simply a tabular listing of issues, but also a classification and structuring of the relationships among various sets of issues.

A. This begins with the asking of a set of four questions to define a course of action:

- 1) What is the nature of the problem?
- 2) What type of response is called for?
- 3) Who could respond with effective solutions?
- 4) What are the political and economic costs of each solution?

Major state-wide issues could then be defined and classified as urgent or dominant.

B. Setting of priorities among issues may then be analyzed by applying the following set of questions:

- 1) Who perceives the issue?
- 2) What is the factual basis for the issue?
- 3) What is the degree of understanding of the issue?
- 4) And finally, what solutions have been defined?

If an issue has a low score in regard to the last three questions, then the next step would be primarily an exploration to expand answers to the questions under A. If there are substantial bases for action as shown by strong ratings on all four questions under B, then now is the time to formulate and carry forward major programs with appropriate allocations of resources.

From A and B an appropriate scheduling of further study and immediate action can be determined for all major issues.

TABLE I
WORKSHOP FINDINGS
INSTRUMENTAL ISSUES

	NIPC	CC	GE
Local government fragmentation	X* ¹	X*	X*
Regressive tax base	X*		
Competition for land use controls between state, regional, and local levels	X*	X	X*
Inadequate local funding	X*		
Institutional and planning jurisdiction overlap	X		
Inadequate local administration			X
Competition between planning and functional agencies			X

1. * denotes a major issue as identified
by the regional agencies

TABLE II
WORKSHOP FINDINGS
SUBSTANTIVE ISSUES

	NIPC	CC	GE	CONSERVE	CONFLICT	DEVELOP
<u>Natural Resources</u>						
Open space	X	X*	X*	X	X	
Critical environmental areas	X		X*	X	X	
Prime agricultural land	X		X*	X	X	
Sewage treatment	X	X*	X*	X		X
Water quality management		X	X	X		X
Water pumping systems		X		X		X
Mining resource reclamation and undermining			X*	X		
<u>Economic Development</u>						
Employment distribution	X	X			X	X
Regional shopping centers	X				X	X
Distribution of public services	X	X*	X*			X
Economic growth strategy		X*	X			X
Industrial sites		X			X	
Economic diversification			X*			X
Insufficient population densities to support industrial development			X			X
Conservative banking			X			X
<u>Housing</u>						
Character and sense of community	X			X		
Equitable housing patterns	X					X
Housing for elderly		X				X
Standardized building codes		X				X
Balanced building practices		X				X
Low income housing		X				X
Revenue sources for housing programs		X*				X
Halt the spread of deteriorating neighborhoods		X*		X		
<u>Health</u>						
Lack of regional comprehensive health planning		X				X
<u>Transportation</u>						
Access to major metropolitan areas			X			X
Several competing planning agencies for transportation planning		X				X

APPENDIX A - PERCEPTION OF ISSUES

CHAMPAIGN COUNTY

I. Introduction

- A. Purpose of report
- B. Identification of region
- C. Identification of team members
- D. Methodology

II. Summary of Findings

- A. Tabular Listing of Major and Significant Issues
- B. Commentary on each Major Issue
- C. Tabular Listing of Issues by Functional Area

III. Analysis of Issues

- A. Interactions around Central Issue
- B. Classification of Issues
 - 1. Substantive - Instrumental
 - 2. Conserve - Conflict - Develop

I. Introduction

The purpose of the Champaign County Task Force was to perceive the major issues confronting the East Central Illinois area with a special focus on Champaign County. Identification of these major issues will hopefully facilitate the formulation of a state land use development plan.

Champaign County is a single county region, dominated by agricultural activities because of its flat terrain and excellent soil. Small farming towns and corn and soybean fields dot the landscape. The major urban area, Champaign-Urbana, contains the University of Illinois which represents the largest single employer in the county.

The four-member Champaign County Task Force was divided by functional area concentration and production responsibilities. Briefly, the team members and their duties were as follows:

Sarah Boros - - - - -	Economic Base and Transportation concentrations, and team editor
David Broebe - - - - -	Natural Resources and Political concentrations, and team graphics editor
Larry Wilbrandt - - - - -	Housing concentration and team chairman
Gary Wood - - - - -	Health concentration and state liaison

A wide variety of sources and techniques were used in compiling our study. The study was initiated through background readings on Champaign County and discussions with agricultural economists Harold Halcrow and Folk Doving of the University of Illinois. The majority of our information was provided by Mr. Robert Pinkerton, Executive Director of the Champaign County Regional Planning Commission (RPC). The interview with Mr. Pinkerton proved helpful in defining the operation of the Commission and the range of issues handled by the RPC. Documents obtained during the meeting were used to develop more detailed information. After the initial report was completed, we returned to the RPC offices and received some feedback from staff members David Adams and John Dimit.

We began our issue selection process by establishing a system of priority criteria for the issues. First, what is an issue? This criterion consists of the following components: 1) issues perceived by Mr. Pinkerton; 2) issues found in the reading materials; and 3) issues perceived by the public. Since we concluded that there was no "highly visible" issue concerning Champaign County, we leaned heavily on the issue perception of Mr. Pinkerton and the reading materials.

The resulting issues were then sorted into two groups -- major and significant. The criterion for selection of issues as major included the following: 1) the urgency of the problem the issue defined; 2) the opportunity cost of failing to deal with the issue; and 3) the wide area impact of the issue. Those termed significant do not meet major issue criteria but could become major. For example, the significant issue dealing with the development of an inventory of industrial sites could become a major concern if the University of Illinois budget cuts affected employment levels in the Champaign-Urbana area.

After compiling a list of major and significant issues, we subdivided them into two other categories -- substantive vs. instrumental issues (Table 1). Substantive issues were defined as goals or end-products, while the instrumental issues were seen as tools or means to achieve a specific end.

Finally, the task force took the substantive issues and delineated them into a conservation vs. development dichotomy (Table 2). Selection criteria consisted of assigning the relatively "safe" issues that were generally accepted by the people in Champaign County to their "ideal" category. The controversial issues that we felt represented sizable opposing factions were generally placed in the "Conflict" column of the table.

These categories, of course, are not the last word on how these issues can be grouped. An example of an issue that spans both substantive and instrumental categories deals with open space. This issue is basically substantive: the end of providing recreational lands represents the primary goal. But, to achieve this goal, inter-governmental cooperation will prove to be necessary, and the major farm interests in the county will be forced to bow to the county's priority of maintaining sufficient recreational open space. Similarly, the economic development issue touches upon two categories. It is an issue split between stability (no growth) and expansion in economic activity. Although it primarily depicts an expansion issue (ie., something will have to be developed), the question remains: what and where?

II. SUMMARY OF FINDINGS

A. Tabular Listing of Major and Significant Issues

Major

1. Provision of adequate and accessible recreational-open space areas for all residents of the county.
2. Enhancement of existing water supply and disposal systems through more effective water quality management.
3. A strategy for economic growth in Champaign County.
4. Halting the spread of deteriorating neighborhoods by increasing the available housing supply, especially in the low and moderate price range.
5. Local government fragmentation and lack of coordination.

Significant

6. Provision of public sewage systems in areas where use of septic tanks is inadvisable due to soil type.
7. Updating of water pumping systems in county to meet emergency demands -- i.e., fire protection.
8. The development of an inventory of industrial sites.
9. Lack of effective, area-wide programs for achieving equal employment opportunities.
10. Need for coordination and improvement of manpower development programs.
11. County development regulations through softening of urban-rural conflict.
12. Provision of standardized building codes.
13. Housing for the elderly.
14. Unbalanced building practices.
15. Public housing site location system.
16. Competition between students and low to moderate income families for available low rent housing.
17. Provision of neighborhood service programs.
18. Government discouragement of new construction techniques that cut building costs.
19. Lack of revenue sources for housing programs.
20. Several competing planning agencies for transportation.
21. Lack of regional comprehensive health planning.
22. Shifting, uncertain policies at state and federal levels of government.

Commentary on Each Major Issue

- (a) 1. Provision of adequate and accessible recreational-open space areas for all residents of the county.

Provision of open space for recreation is of prime importance to the local and regional governments, which must consider both a specific area's population's needs for open space, and the available local and regional resources. The reason this has become an issue in Champaign County is the real problem of imbalances in supply and demand for these facilities, particularly when considering time horizons of ten and twenty years. The causes of the problem include the physical character of the county: most of the land is suitable for farming and very little is left that is scenic and fitting for recreational uses. Also, the abundance of "open" farmland has dulled the public's awareness of the lack of open space for public recreational uses. However, open space provision is a major issue because of the opportunity lost for future recreation space if land is not acquired now. Contributing to the inability to obtain lands are the lack of sufficient local, state, and federal funds to buy, and the unwillingness of farmers to sell.

Most of the area's population will be affected by a shortage of recreational-open space. The population which will become acutely aware of the problem will be those who live in urban centers. There is now a deficiency of some 3,000 acres for recreational-open space. With no action taken by 1975, the expected deficiency is 4,500 acres; in 1980, 5,000 acres. Even if the Champaign County Regional Planning Commission's Open Space policies were enacted, there would be a 1,700 acre deficiency in lands in 1980. Since the enactment of these policies in their entirety seems doubtful, the deficiency in lands by 1980 will probably be in excess of 1,700 acres. Meanwhile, continued overuse of existing recreational areas will lead to their deterioration and perhaps pollution of the limited lakes and scenic areas in the county. If acquisition of land does not take place now, there maybe little land left to salvage. Environmental impact would be the loss of scenic and aesthetically pleasing areas to urban or farm development.

- (a) 1. Enhancement of existing water supply and disposal systems through more effective water quality management.

Water supply and disposal systems management in Champaign County is of major concern. Due to the wide impact and various consequences if the problem remains unchecked, action should be taken to implement a water quality management program.

There are, of course, a number of causes of this problem. The most significant concerns the massive funding needed for work in this

area. The eleven billion dollars appropriated by the Federal government for these concerns was not going to be an adequate amount. But further non-funding was achieved when the Nixon Administration impounded 60% of that appropriation.

However, there are causes stemming from the county itself complicate the issue even before funding. Poorly located and operated septic-tank and field systems in the small communities are due, not only to population growth, but also to inadequate drainage and poor soil types. Jurisdictional problems associated with provision of service to subdivisions using poorly operating sewer systems which are adjacent to, and servicable by, adequate sewer systems impedes necessary sewerage treatment.

In the urban area, the problem revolves around the coordination among the Northern Illinois Water Corporation, the Urbana-Champaign Sanitary District, the municipalities of Champaign and Urbana, and the Regional Planning Commission. Ironically, one can note that even if the county's causes were managed and a decision on policy was reached, no action would be possible because of the massive cost of treatment plants and systems, and the lack of funding available.

Of course, the entire county population at some point would be affected by poor management of these systems. But the most immediately affected population consist of the people living along the river basins and also, adjacent counties that use the surface water for consumption.

The impacts of poor management on the environment are obvious. Odors, pollution of the streams and rivers, destruction of the natural flora along the streams, and perhaps, pollution of the ground water could result. The most important land use impact would be variations in services that could result in undesirable growth patterns.

(b) 1. A strategy for economic growth in Champaign County.

At present, Champaign County has a very limited economic base. Out side of agricultural, the two major employers for the area are the University of Illinois and Chanute Air Force Base. In the past there has been a modest growth of manufacturing industry. For example, a large Magnavox plant located in the area, but this major employer closed down operations in the county several years ago. Therefore, most of the population increase in recent decades has resulted from the growth of the University and Chanute.

The limited nature of the economic base influences the community in several ways. Job opportunities are focused on professional and service occupations---making openings scarce in the skilled and semi-skilled trades. Also, the possibility of declining activity at the University of Illinois and Chanute, due to funding cutbacks, threatens employment among all groups. If future growth occurs, it must come from other sources. Champaign-Urbana is small enough,

that a complete lack of growth would lead to scarcity of investment capital and tax revenues needed to replace substandard facilities and improve local facilities. A growing economy also facilitates the task of solving problems of low income and underemployment.

Some initial steps have been taken to expand the economic base. The recently established Illini Industrial Development Corporation (IIDC) is one of these efforts. However, there are still many policy problems to be solved. These deal with the types of industries to be sought, the location of development within the county, and the optimum rate for development. These are issues which must be solved within the comprehensive planning process.

- (c) 1. Halt the spread of deteriorating neighborhoods by increasing the available housing supply, especially in the low and moderate price range.

Within Champaign County, there are no wide tracts of blighted neighborhoods or such deteriorated areas as to define a slum. However, in the cities of Champaign-Urbana and Rantoul, there exists single family residential areas that are of low physical quality as compared to other housing in those cities. The physical restoration of these areas is now of manageable proportions, but the issue can be termed major because, at present, progress has been painfully slow. If the community fails to meet the issue swiftly, it may result in a loss of the opportunity to handle the problem when the probability of success is high.

The problem of deteriorating housing could be handled at this time because the major causes of deteriorating housing can be perceived and the areas in question are relatively small and homogeneous. One of the few areas in the county that is officially viewed as a deteriorating neighborhood is northeast Champaign and northwest Urbana. To generalize about the character of the neighborhood, one could say that the housing stock is deteriorating because of age, lack of upkeep, and/or inferior quality of the original building. The area has housed people who work for low wages and who therefore, cannot afford to maintain their aging houses. The "North End" is also a racially segregated area in which the majority of the population is black. To compound the deterioration of the area, the cities have neglected delivering many community services to the people in the area, and have ignored community maintenance, for example, street repair (perhaps due to the expectancy of Federal Urban Renewal money).

There are a few remedial policies that could address the problem of deteriorating neighborhoods, but none are of themselves adequate solutions. For example, if the supply of low-cost housing were increased, hopefully, it could relieve some of the congestion in the deteriorating areas. But these policies, by themselves, raise thorny political questions---where to locate low-cost housing, renewal of

existing deteriorated areas, etc. Furthermore, it can be argued that diversification of the economic base to employ the area's residents more satisfactorily (at least in terms of wages) would indirectly raise the physical quality of the area. This relationship seems hard to quantitatively prove and seems only to hold as long as the wage increase to the resident is not sufficient to inspire relocation.

A change in the funding formula for capital improvement programs in the area, could help check the deterioration of public facilities, which in turn could influence the housing stock. Sidewalks, street lighting, and streets could be upgraded for the whole community's health and welfare. These types of community service programs coupled with the expansion of the low-cost housing supply and diversification of the economic base would go a long way in halting the spread of deteriorating neighborhoods.

(f) 1. Local government fragmentation and lack of coordination.

Champaign County, as elsewhere, has experienced a proliferation of local governmental units and special districts. There are many layers of local government units including cities, towns and villages (23), townships (30 including township road districts), special districts include park districts, fire protection, sewage and water districts and school districts. Further complicating the picture is the existence of the state controlled University of Illinois and the federally controlled Chanute Air Force Base in Rantoul.

The multiplicity of local governments is not inherently bad, for example, the difference in needed services that exists between rural communities and more urban areas justifies a number of different governments existing to provide these services. Where local units have competing goals and interests however, it may be difficult for them to reach a consensus on issues that transcend each. This is often the case in Champaign County where fragmentation has had wide area impact. For example, some localities wish to preserve the county and its resources as is, while others split between urban and rural units over such items as taxes and zoning.

Basic divisions like the above, make it difficult to deal with certain issues. For instance, the area has not been able to deal with environmental problems, like the siting of a sanitary landfill and the problem of Boneyard Creek. There has been a competitive approach to economic development resulting in poor zoning practices as evidenced in Urbana's commercial zoning of prime agricultural land in the Philo Road area.

In addition, the nature of Champaign County's fragmentation (a system of small communities as opposed to high density, suburban communities), exacerbates planning staff problems. Planning policy makers for these areas are usually part-time planners and cannot cope with the multitude of governmental, special district, etc. meetings and long-range planning problems.

C. Tabular Listing of Issues by Functional Area

Natural Resources

1. Provision of adequate and accessible recreational-open space areas for all residents of the county.
2. Enhancement of existing water supply and disposal systems through more effective water quality management.
3. Provision of public sewerage systems in areas where use of septic tanks is inadvisable due to soil type.
4. Updating of water pumping systems in county to meet emergency demands -- i.e., fire protection.

Economic Development

1. A strategy for economic growth in Champaign County.
2. The development of an inventory of industrial sites.
3. Lack of effective, area-wide programs for achieving equal employment opportunities.
4. Need for coordination and improvement of manpower development programs.
5. County development regulations through softening of urban-rural conflict.

Housing

1. Halting the spread of deteriorating neighborhoods by increasing the available housing supply, especially in the low and moderate price range.
2. Provision of standardized building codes.
3. Housing for the elderly.
4. Unbalanced building practices.
5. Public housing site location system.
6. Competition between students and low to moderate income families for available low rent housing.
7. Provision of neighborhood service programs.
8. Government discouragement of new construction techniques that cut building costs.
9. Lack of revenue sources for housing programs.

Transportation

1. Several competing planning agencies for transportation.

Health

1. Lack of regional comprehensive health planning.

Political

1. Local government fragmentation and lack of coordination.
2. Shifting, uncertain policies at state and federal levels of government.

Interactions around Central Issue(s)---Fragmentation

In considering Champaign County's issues, our study team has found it useful to compare what is an issue in Champaign to the scope and intensity of issues in other metropolitan and rural regions. The issues mentioned for Champaign County do not compare in scale to other regions. Champaign County's issues are not defined by crisis. It was the opinion of our task force that there exists a "no issue" situation in which there is no single, over-riding crisis issue that needs immediate attention. This fortunate position provides a golden opportunity for Champaign County to create an optimum living environment through careful planning. That is, Champaign County, unlike many other regions, can start "with a clean slate".

Champaign County is on the whole, a wealthy community. Its problems are not severe relative to other areas, but they are real. The county issues are of a management character in what might be called a "going concern" to maintain a community over a period of time as a better place to live, is a viable interest. This encompasses the issues we have presented and gives them a great deal of meaning. Housing stock must be maintained and expanded in this case, and attention must be paid to the supply of open space. In the situation of economic development the questions must be asked; What is the right way? The appropriate industry? How can economic development be used to maximize achievement of social goals?

The county represents a microcosm of larger urban-regional areas with the problems of political fragmentation and administrative response to public attitude in the planning process. Even though the county has most of the elements of an urban place, including problems of administration, it has also gotten a break: it has the opportunity to take a still manageable urban situation, muster its planning abilities, and optimize what it has to offer its residents. This does not mean that this will occur. Because of the same kinds of administrative complications that have drained major cities. In this respect then, in order to meet the community's primary goal of maintaining its fortunate status, Champaign County must face the central issue; local government fragmentation.

Champaign County has many substantive issues, like economic development, which require a county wide response, and acceptance of county wide policies. If Champaign County cannot respond in these terms, then it will probably lose the opportunity to have an optimal urban environment. In view of this concern, the critical issue area for Champaign County becomes instrumental issues. The Illini Industrial Development Commission and the Regional Planning Commission are steps in the appropriate direction. Yet, fragmentation remains an obstacle to implementing policies-that can deal with county-wide problems.

In summary, it would seem that resolution of instrumental issues is of top priority in Champaign County. This is correct with a qualification; there are many instances where substantive and instrumental issues cannot be separated from one another. As noted in the description of the local government fragmentation issue, an unwillingness to cooperate can be founded in real differences on substantive issues. For example, the reluctance to accept county zoning is founded in agriculture's conflict of interest with urban forces. So once the central issue of local government fragmentation and lack of coordination becomes lessened, the other issues have a better chance of being solved.

Classification of Issues

Substantive

1. Recreational-open space
2. Water quality management
3. Water pumping systems
4. Public sewage systems
5. Economic growth strategy
6. Equal opportunity employment
7. Deteriorating neighborhoods
8. Housing for the Elderly

Instrumental

1. Local government fragmentation
2. Shifting state and federal policies
3. Equal employment opportunity
4. Manpower development
5. Industrial site inventories
6. County development regulations
7. Standardized building codes
8. Unbalanced building practices
9. Public housing site location
10. Competition for low-income housing
11. Neighborhood services programs
12. Government discouragement of new construction techniques
13. Revenue sources for housing
14. Competing transportation planning agencies
15. Comprehensive health planning

Note; Some issues were perceived as both means and an end, so they are listed in both columns.

Classification of Issues

Conserve

1. Water quality management
2. Water pumping systems
3. Public sewage systems
4. Halting deteriorating neighborhoods

Conflict

1. Recreational open space
2. Local government fragmentation
3. Economic growth strategy
4. Industrial site inventories
5. Shifting state and federal policies

Develop

1. Water quality management
2. Water pumping systems
3. Public sewerage systems
4. Equal opportunity employment
5. Manppwer development
6. County development regulations
7. Housing for elderly
8. Standardized building codes
9. Balanced building practices
10. Low income housing
11. Neighborhood service programs
12. Revenue sources for housing programs
13. Competing transportation planning
14. Comprehensive health planning

Note; Some issues were perceived to both protect existing capacity (conserve) and expand future capacity (develop), so they are listed twice.

APPENDIX B - PERCEPTION OF ISSUES

GREATER EGYPT

- I. Introduction
 - A. Purpose of the report
 - B. Identification of region
 - C. Identification of team members
 - D. Methodology

- II. Summary of Findings
 - A. Tabular Listing of Major and Significant Issues
 - B. Commentary on each Major Issue
 - C. Tabular Listing of Issues by Functional Area

- III. Analysis of Issues
 - A. Interactions around Central Issue
 - B. Classification of Issues
 - 1. Substantive - Instrumental
 - 2. Conserve - Conflict - Develop

I. Introduction

The purpose of this report is fourfold: 1) To list those major and significantly related issues as perceived by the Greater Egypt Regional Planning and Development Commission; 2) To present a task force team commentary or amplification of each major issue; 3) To indicate the manner in which various issues interact and relate to the central theme of economic development in the Greater Egypt Region; and 4) To develop a classification scheme for all issues perceived by the Greater Egypt Regional Planning and Development Commission.

The Greater Egypt Region is a multi-county region consisting of Franklin, Jackson, Jefferson, Perry, and Williamson Counties. This region may be referred to as a "dispersed city" (described by Ian Burton as a group of separate cities which function as a single unit, although they may be separated by tracts of agricultural land¹). It is a rural area with a dispersed population and an economy based mostly on low-paying capital-intensive industries.

The authors of this report are part of a larger task force which is charged with devising and recommending procedures for State-Regional coordination in the development, adoption, and implementation of a future State Land Use Plan. Responsibilities were divided as follows:

Ken Yonkers - - - - -	Economy concentration and editing
Chuck Cumby - - - - -	Transportation concentration and editing
Dorothea Stefen - - - - -	Natural Resources concentration and revision of final draft
John Liberty - - - - -	Housing concentration
Charles Floore - - - - -	Health concentration

Before proceeding, it is first imperative that a brief discussion be presented dealing with the criteria established by the task force team to:

1) differentiate between "major" and "significant" issues; 2) to explain the reason for including more functional issues than major and significant issues; and 3) to explain how the issues were divided into the instrumental/substantive and conserve/conflict/develop dichotomies.

Several criteria were used to differentiate between major and significant issues:

Criterion 1: The first criterion applied to all issues by the task force was whether or not the issue was basic to the central problem of the region -- economic development. Although this criterion is somewhat subjective (as they all are), the team felt this was a primary distinction between those issues which were "major" and those issues which were only "significantly related" to the region's central problem.

Criterion 2: Another criterion for distinguishing between the two types of issues was to determine if the region could have some effect on the resolution of problems which issues created. The assumption was that an issue would remain "significant" (regardless of its relation to the region's central problem) if the region had no apparent influence on the issue.

Criterion 3: Another main criterion was the land use-environmental impact of a particular issue. If the task force team members agreed that an issue had far-reaching land use-environmental implications, the issue was considered to be potentially major.

Criterion 4: The scope or areal extent of the issue was also considered in distinguishing issues. Even if a particular issue was viewed as affecting the entire region, this was not, however, the sole criterion which would determine

if an issue were classified as major or not. It must be emphasized, nonetheless, that an issue which may have been rather unique to one or two localities in the region would probably not be considered "major."

Criterion 5: The team members also attempted to determine the urgency of issues. Again, a very subjective measurement of issues but a factor which takes on added meaning with the urgency of an issue as determined by a majority among the team members. The more urgent the issue, the greater the likelihood the issue would be considered "major."

It should be emphasized that for an issue to be termed "major" it was necessary that it meet at least three of the five criteria. In each instance, whether or not an issue met a criterion was determined by the majority of the team members.

The number of issues listed under the functional areas is greater than the number of issues included under the "major" and "significant" categories. The primary reason for this is that some of the issues mentioned by the Greater Egypt Regional Planning and Development Commission were de-emphasized — the commission noted the issues in passing but apparently did not feel these issues were significant.

The Greater Egypt Team viewed substantive issues as those issues which were goal-related or ends-to-be-achieved. Instrumental issues were seen as issues of means whereby certain ends/goals might be reached. The distinction between conserve/develop issues is apparent. However, certain issues are not of a truly conservation or development nature — there is, in these issues, no clear-cut distinction. These indistinct issues have been termed "conflict" issues.

The actual classification of the issues into the categories mentioned above was accomplished through a modified Delphi Technique approach. Each member of the team categorized each issue on the basis of his knowledge of the issue. Each selection or classification of the issues was based on "secret balloting." Only when there was unanimous consent by the team was an issue actually placed in a particular category. If unanimous consent was not obtained, a discussion took place among the team on the rationale for each position. Following this discussion, another "secret balloting" ensued. This procedure was carried out until each issue was classified into a particular category — unanimously.

SUMMARY OF FINDINGS

Tabular Listing of Major and Significant Issues

Major

1. The Greater Egypt region does not have an effective policy to deal with water and sewer facilities which would be instrumental in the planned growth of the region.
2. The Greater Egypt region lacks a region-wide, coordinated land use control, such as zoning and subdivision regulations, to control and direct the land use patterns most beneficial to the region as a whole and to localities within the region.
3. Urban sprawl, mining, farming, and recreation have resulted in conflicting land uses in many areas within the region.
4. The region needs to diversify its economy and attract industries which employ persons with higher technical skills and add to the region's tax base.
5. The multiplicity of local units of government in the Greater Egypt region results in a lack of coordination and inefficient implementation of plans in the region.
6. Because of the small and dispersed nature of the region's municipalities, an economy of scale or threshold problem exists in relation to the support of services and the attraction of industry and other firms.

Significant

7. Because of the lack of adequate qualification, experience, and/or time constraints, part-time local administrators hinder the formulation and implementation of development plans within the region.
8. Conservative attitudes of regional bankers create financing difficulties which retard development of various types of economic activities in the Greater Egypt Region.
9. The Greater Egypt Comprehensive Plan is not uniformly accepted by many functional agencies at the state and federal levels and this impedes the planned development of the region.
10. Municipal and township level planning by the Greater Egypt Regional Planning and Development Commission detracts from concentrating on region-wide problems and may result in conflicts of interest between local and regional concerns.
11. State and federally owned lands are extensive in the region, thus creating the problems of having the region provide services and draining the region of a source of tax revenues.
12. The west and southwest portions of the region need an easy access to the St. Louis metropolitan area.
13. Under-mining and strip-mining have created land-use problems in the region.

Commentary on each Major Issue

1. The Greater Egypt region does not have an effective policy to deal with water and sewer facilities which would be instrumental in the planned growth of the region.

Many man-made lakes exist presently and are being constructed within the region. This has significant implications for the possible control of water and sewer distribution.

Water and sewer facilities help determine the direction and degree of urban growth. The extension of these facilities could be an important leverage to municipalities and special districts attempting to carry out those growth patterns suggested by the Land Use Plan. To use this tool effectively, however, municipalities need to adopt subdivision and zoning regulations which would supplement water control policies. The case, briefly summarized, is that planning for water development must be coordinated with land use planning and also linked to planning for water quality.

2. The Greater Egypt region lacks a regionwide, coordinated land use control, such as zoning and subdivision regulations, to control and direct the land use patterns most beneficial to the region as a whole and to localities within the region.

To establish land use patterns which are most beneficial to the region, the municipalities and county units need to develop land use controls, such as zoning and subdivision regulations. Outside of some of the "large" municipalities, practically no land use controls exist. The leverages are scarce because many "part-time" administrators carry on local government business and do not have the time or the expertise to enforce the land use controls. Additionally, many administrators have a "laissez-faire" attitude toward government controls.

The Greater Egypt Planning and Development Commission (GERPDC) is striving for the development and implementation of these leverages on land use by local governmental units. It is trying to show that these devices can provide more economic efficiency in the use of the land and to create more environmentally sound living conditions for all residents of the region.

3. Urban sprawl, mining, farming, and recreation have resulted in conflicting land uses in many areas within the region.

The four activities may be mutually exclusive, in the short run but over a long period this conflict may be serious. Since these major land uses are in competition for many of the same land areas, the problem is extensive. Given the national need for coal, the guiding policy will move from local governments to state or federal control. What action should be taken depends on whether decisions are made according to short term economic considerations or long term maintenance of a balance of uses within the region.

4. The region needs to diversify its economy and attract industries which employ persons with higher technical skills and add to the region's tax base.

There is apparently a lack of public and social services in the Greater Egypt region which are normally instrumental in attracting major firms to an area. Also, firms requiring technically skilled employees do not seem to be attracted to the region because of the rather sparse population in the region, particularly in relation to other portions of the midwest.

Those immediately affected by the attraction of such firms would probably be the better trained males of the labor force; however, as they leave their present jobs this would create places to be filled by workers who have lower wage jobs currently. In turn those that are now unemployed would possibly find jobs in existing low-skill industries. Eventually the impact would extend to all types of workers.

At present there are very few steady, industries that require technical expertise in the region and as a result the median family income in the region is considerably below the state average. Fortunately, there are definite signs that the situation will improve in the future.

The attraction of new, industry into the region would result in an increased tax base. The impact of this would be modified somewhat because of the high initial cost of the additional services that would be required to attract and serve the industries and employees who would migrate to the area.

5. The multiplicity of local units of governments in the Greater Egypt Region results in a lack of coordination and inefficient implementation of plans in the region.

The impact of this problem is that the area is limited in its ability to act. Things "more or less happen" at the local level, if at all. The result of non-action would be the maintenance of the status quo which, at best, is considered inadequate in the present and will only serve to compound problems in the future.

There is a great need to reduce the horizontal fragmentation and multiplicity of governmental units so that the collective resources of these units may be brought to bear on problems concerning water and sewer distribution and the provision of social services. The reduction of horizontal fragmentation would also reduce the occurrence of incidences where there is conflict of interest between regional and local (village-township) concerns.

6. Because of the small and dispersed nature of the region's municipalities, an economy of scale or threshold problem exists in relation to the support of services and the attraction of industry and other firms.

Tabular Listing of Issues by Functional Area

Economic Development

1. Influence of highway, transportation and water distribution systems.
2. Influence of strip mining (and hence land reclamation) and underground mining, eg., the extensive system of underground mining throughout the region can limit the above ground use of land.
3. Selection of the type of industries which might be attracted to a town.
4. Regional life style.
5. Attitude of local banking concerns.

Transportation

1. Construction of a supplemental (east-west) freeway.
2. Location of industry in relation to transportation facilities.
3. Development of township and county secondary roads.

Housing

1. Establishment and enforcement of zoning and subdivision regulations to enhance the area functionally and aesthetically.
2. The results/effects concerning the rapid increase of mobile homes in the region.
3. Improvement of deteriorated and dilapidated housing in the area.

Health

1. Lack of substantive, region-wide health planning.
2. Deficient health service for especially the aged and lower income groups.
3. Inadequate ambulance service throughout the region.
4. Low level of public health services in the region.

Natural Resources

Air - no evident major problems

Land - - Water

1. Reduction of fertility of land by poor fertilizing techniques; the erosion and run-off that occurs because of this creates problems in water quality.
2. Concern for profit over concern for protection of the environment.
3. Trade-offs between alluvial soil crop production vs. wildlife areas and farming vs. mineral excavation.
4. Problems related to the byproducts of coal production, i.e., the surface damage due to strip mining, sinkholes caused by abandoned underground shaft mines, and water pollution caused by leaching of minerals exposed by both kinds of mining.
5. Water supply and distribution problems due to an inadequate aquifer.
6. Waste disposal problems.

III. Analysis of Issues

A. Interactions Around Central Issue

The Greater Egypt Region's major problems stem from two basic interwoven problems: inadequate job expansion in the economy, and non-adequate recognition of the Regional Plan by state and federal agencies. The major reason for organizing the Greater Egypt Regional Planning and Development Commission (GERPDC) was to alleviate some of the region's economic problems. When the Commission began in 1961, the region was in the midst of an economic depression that continued throughout the mid-sixties. This economic decline has just recently begun to level off. However, the development of the region has also been hindered by what Franklyn Moreno, the Executive Director of the Planning Commission, terms "planning in a void." Due to its many small municipalities and a non-uniform acceptance of its Comprehensive Plan by state and federal functional agencies, many unfavorable planning conditions exist which prove to be major obstacles in the development of the region. These two basic conditions of the region, which cause an unhealthy economy and an unfavorable planning environment, form a focusing point to examine and discuss the significant issues of the region.

The economic depression which has plagued the region for years has left it with a need for a larger tax base and more jobs, especially ones that require more technical expertise and provide higher wages. The economic conditions have encouraged the more skilled, educated, and mobile components of the population to migrate, leaving those persons who are in more need of social services and less able to pay for them. To improve the economic conditions of the area, an inventory and allocation of the region's resource base had to be made, and programs had to be implemented to improve the tax base by enticing new industry into the area and to improve the living standard of the people. However, the planning needed to obtain these objectives has been impeded by many instrumental problems or issues.

The term "instrumental" suggests a type of ends/means relationship. In the case of Greater Egypt, the means or instruments used to obtain certain ends or objectives, primarily economic in nature, are not being applied in a consistent and coordinated fashion. In other words, plans for developing the region can be made, but the chances of their being accepted and implemented in a beneficial and complete form are very poor.

The region has many small communities which means that the local governments usually have limited financial and administrative expertise. The limited financial capability and part-time administrators prevent consistent implementation of the Commission's plans. The many special districts provide an overlapping and horizontal fragmentation of governmental responsibility which discourages the coordinated and efficient use of such planning leverages as taxation, public investment, and regulation.

A type of vertical fragmentation compounds these problems, created by the lack of coordination of local, state, and federal governmental agencies which have not uniformly accepted the region's Comprehensive Plan. Thus, the GERPDC, though usually receiving funding for particular projects, has not been able to induce the agencies to follow the plan for the area. These governmental agencies have usually been concerned with parts of the overall plan that agree with or work in conjunction with their plans for specific projects for the region. These conditions are what create the planning void or unfavorable planning environment which the Commission must work within.

The severity of the two basic problems -- inadequate job expansion in the economy and inadequate recognition of the Regional Plan by State and Federal Agencies -- is suggested by the fact that almost all of our significant issues relate directly to these problems. They provide an inter-related or interwoven focal point because together they form an ends/means relationship in the region's policy-making. The region's ends or objectives are economic in nature and its means, or planning leverages, are not used in a consistent and coordinated form. These problems are the major reasons why the region is not developing sufficiently to complement the natural potential and beauty of the region.

B. Classification of Issues

1. Substantive - Instrumental

Substantive

1. Urban sprawl, mining, farming, and recreation have resulted in conflicting land uses in many areas within the region.
2. The region needs to diversify its economy and attract industries which employ persons with higher technical skills and add to the region's tax base.
3. Because of the small and dispersed nature of the region's municipalities, an economy of scale or threshold problem exists in relation to the support of services and the attraction of industry and other firms.
4. State and federally owned lands are extensive in the region, thus creating the problems of having the region provide services and draining the region of a source of tax revenue.
5. The west and southwest portions of the region need an easy access to the St. Louis metropolitan area.
6. Under-mining and strip-mining have created land use problems in the region.

Instrumental

1. The Greater Egypt region does not have an effective policy to deal with water and sewer facilities which would be instrumental in the planned growth of the region.
2. The Greater Egypt region should develop region-wide, coordinated land use controls, such as zoning and subdivision regulations, to control and direct the land use patterns most beneficial to the region as a whole and localities within the region.
3. The multiplicity of local units of government in the Greater Egypt region results in a lack of coordination and inefficient implementation of plans in the region.
4. Because of the lack of adequate qualifications, experience, and/or time constraints, part-time local administrators hinder the formulation and implementation of development within the region.
5. Conservative attitudes of regional bankers create financing difficulties which retard development of various types of economic activities in the Greater Egypt region.
6. The Greater Egypt Comprehensive Plan is not uniformly accepted by many functional agencies at the state and federal levels and this impedes the planned development of the region.
7. Municipal and township level planning by the Greater Egypt Regional Planning and Development Commission detracts from concentrating on region-wide problems and may result in conflicts of interest between local and regional concerns.

B. Classification of Issues

2. Conserve - Conflict - Develop

<u>Conserve</u>	<u>Conflict</u>	<u>Develop</u>
	1. Urban sprawl, mining, farming, and recreation have resulted in conflicting land uses in many areas within the region.	1. The region needs to diversify its economy and attract industries which employ persons with higher technical skills.
	2. Under-mining and strip-mining have created land use problems in the region.	2. Because of the small and dispersed nature of the region's municipalities, an economy of scale or threshold problem exists in relation to the support of services and the attraction of industry and other firms.
	3. State and federally owned lands are extensive in the region, thus creating the problems of having the region provide services and draining the region of a source of tax revenue.	3. Conservative attitudes of regional bankers create financing difficulties which retard development of various types of economic activities in the Greater Egypt region.
		4. The west and southwest portions of the region need an easy access to the St. Louis Metropolitan Area.

APPENDIX C - PERCEPTION OF ISSUESNORTHEASTERN ILLINOIS

I. Introduction

- A. Purpose of the report
- B. Identification of region
- C. Identification of team members
- D. Methodology

II. Summary of Findings

- A. Tabular Listing of Major and Significant Issues
- B. Commentary on each Major Issue
- C. Tabular Listing of Issues by Functional Area

III. Analysis of Issues

- A. Interactions around central issue
- B. Classification of Issues
 - 1. Substantive - Instrumental
 - 2. Conserve - Conflict - Develop

I. Introduction

This document contains issues which the Northeastern Illinois Planning Commission (NIPC) staff perceives to be the important concerns in land use planning. The issues have been delineated here as major or significant, and divided by functional areas, then classified as substantive or instrumental and conservation or development issues.

The Northeastern Illinois region is a six-county region including Cook, DuPage, Lake, Kane, McHenry, and Will Counties. Although it is a highly urbanized section of Illinois, characterized by Chicago and its surrounding suburbs, the region does have pockets of undeveloped land. The NIPC staff must deal with land use in a major American urban center, its suburbs, surrounding cities and towns of a variety of sizes, as well as rural areas.

The Northeastern Illinois task force included five members who shared production responsibility and functional area concentration as follows:

Catherine Freebairn	- - -	Health concentration and co-editor
Keith Heron	- - - - -	Housing concentration and co-editor and graphics responsibilities
Rosemary Naphin	- - - - -	Natural Resources concentration and chair- person
Stanley Parsons	- - - - -	Economic Development concentration and graphics
Jill Tiedt	- - - - -	Transportation concentration and state liaison

The issues for the Northeastern Illinois Region were compiled from interviews with staff members of the Northeastern Illinois Planning Commission in their Chicago office. Those members of the NIPC staff present were: M. Rockwell, J. Ford, L. Christmas, W. Luhman, and L. Aggens. The NIPC staff members proposed issues, discussed their merits, and by their own method of elimination, identified six major issues of particular concern for the six-county area. A list of sixteen issues was amassed; and the members, using a voting system whereby they ranked their six top choices, produced a consensus of major issues. It appeared that the criteria for these choices was strongly influenced by the extent of impact that they made on the planning and administration of the region. These issues are broad ones that have existed over time. Urgency is not a factor as it is in the question of corn or coal which must be decided in a relatively short time span. Certainly no one wants to see the problems within these issues continue, however, their choice as major issues is based on their detrimental effect on a continuing basis rather than on their urgency.

In addition to the issues derived from the interview and reported by the team members, we have reviewed materials forwarded by NIPC, including Larry Christmas' written articulation of the issues raised at the meeting.

It will be noted that the number of functional issues identified for the Northeastern Illinois Region exceeds the number of issues perceived by the NIPC staff. This discrepancy results from two different approaches to the same fundamental problem. The NIPC approach was of a general, all-inclusive nature. The issues were broadly conceived, encompassing many diverse problems

experienced in varying degrees throughout the region. Root causes were identified. While this analysis provided a framework within which the University of Illinois staff could operate, it was found to be too general for purposes of identification of issues within specified functional areas. As the result of discussion, research, and general knowledge of the region, the University of Illinois team found it necessary to define additional functional issues within the original framework in order to adequately identify the problems besetting the NIPC Region.

After the issues were identified, they were classified to illustrate substantive or instrumental issues and conservation or development goals.

In order to allocate issues to the substantive or instrumental category, we questioned whether an issue was the resultant end of a process, or if it was the means to reaching a situation. We attempted to decide which issues were the means that lead to other issues. It was through discussion that we weighted issues to determine to which category they belonged.

When making the decision between conserve and develop, our criteria are more evident. Things which are irreplaceable and valuable must be conserved. Physical and policy elements which are capable of being manipulated without destruction; to allocate and improve resources and provide for material, economic, and social needs, must be developed.

II. SUMMARY OF FINDINGS

Tabular Listing of Major and Significant Issues

Major

1. Tax Base Planning -- Land Use Planning
2. Governmental Fractionalization
3. Extent of Problem/Resource Dispersal as reflection of City/Suburb/Rural Split
4. State vs. Local Levels of Government in Land Use Control
5. Inadequate local Government Funding
6. Land Use Patterns as an expression of Economic, Social, and Racial Discrimination

Significant

7. Public vs. Private Control of Land
8. Failure of Public to have voice in land use plans
9. Planning Jurisdiction -- Planning Agency vs. Functional Agency
10. Weak, Fragmented, Uncoordinated Planning Jurisdiction
11. Institutional Fractionalization
12. How much public money for Land Use purposes vs. schools, armies, streets, etc.?
13. Population Control Policy
14. Private Land Use decisions or Public Facility distribution -- Which comes first?
15. Erroneous assignment (or acceptance) of service responsibility by different levels of Government
16. What land to conserve -- and where?

B. Commentary on Each Major Issue

1. Tax Base Planning -- Land Use Planning

The age-old issue "to what ends should the land be used" now reappears in the form of a new set of opposites. Among past ends have been the individual's desire for maximum profit from his land vs. the neighborhood's desire for each use of land to be compatible. Now land is seen by environmentalists and liberals as a means to conserve natural resources and to provide equal opportunity while many local governments see it largely as a means of financing (through taxation) the rapidly rising costs of government.

Since local government is where land use controls now rest, state intervention into land use control would presumably mean a change in direction from tax base planning. Local governments will resist even though, from a regional longer-term perspective, tax base planning is neither desirable nor effective as a means of achieving most of the goals of most local communities.

2. Governmental Fractionalization

State-local conflicts which may arise over tax base planning are further complicated by the high degree of local government fragmentation. The various impacts of a land use decision are far more difficult to comprehend and **equity** is more difficult to achieve simply because of the differential affect a major land use decision can have on a multiplicity of affected local jurisdictions. Few mechanisms are available to equalize the burdens and benefits. (An example of what might be done was given as the "Techny" project in Northfield Township where an intergovernmental agreement would bring some benefit to all jurisdictions from the development of one large unincorporated parcel of land).

3. Extent of Problem/Resource Dispersal as Reflection of City/Suburb/Rural Split

Some kinds of regional "problems" have a geographic dimension. In the Chicago region, minority groups, crime, shortage of open space, pollution, etc. are found in greater abundance in the central city. Land use controls are a means by which suburban governments may seek to ban the importation of such "problems." The state, having a concern for equity, might eliminate land use controls as a means of preventing the exportation of inner city problems to the suburbs. The suburbs will resist.

4. State vs. Local Levels of Government in Land Use Control

All the previously mentioned issues might be considered "the real problems" which underlie the contest between state and local land use control advocates. The term "local" may be taken to include regional when it becomes a question of "upstate-downstate" controversy. Another instance might be the state's decision to supplant the regional planning authority in such areas as metropolitan airport systems planning (a major form of land use). The regional perspective is more often similar to the state's as in the issue entitled "Extent of Problem/Resource Dispersal...".

5. Inadequate Local Government Funding

This issue is the "real problem" underlying the practice of tax base planning. However, it begs the question of what is "adequate." So long as more revenue is to be derived from one kind of zoning than another, communities may be expected to pay some attention to the difference. It is clear, however, that with the combination of rising costs and rising demands for governmental services, public officials appear more conscious of what they now call financial imperatives. Hence, land use control is growing importance to the local government official.

6. Land Use Patterns as an Expression of Economic, Social, and Racial Discrimination

Whoever is to regulate the use of land must recognize that he will be dealing with geographic patterns of social, economic, and racial discrimination. Only the latter is considered undesirable in law and partly in custom. Yet the clear effects of zoning and other land use controls on patterns of economic class distribution have tended to reinforce continuing practices of racial discrimination. As the minority populations continue to increase in both relative and absolute numbers, this issue is likely to grow in importance. It may be possible to separate land use control as a means of discrimination but not without a consensus that it ought to be done. Ours is not a classless society.

C. Tabular Listing of Issues by Functional Area

NATURAL RESOURCES

1. Indiscriminate urbanization of floodplains. Need to identify and control development of floodplains and maintain them in low intensity use.
2. Identification and protection of aquifers. Discourage development which would increase imperviousness of ground in recharge areas. Forbid polluting uses in prime natural recharge areas.
3. Open space. Sites of ecological, geological, or historical value which are not already protected or urbanized should be preserved as regional open space. Acquisition of recreational open space. Insure accessibility of open space.
4. Waste treatment and disposal. Coordinate construction and/or expansion of wastewater systems to achieve economies of scale and promote rational urban growth according to comprehensive plans. Regional solid waste disposal.
5. Agricultural run-off. Feedlots, fertilizer, pesticides now recognized as one of most serious forms of water pollution.
6. Air pollution.
7. Regional Zoning. (Not just a natural resource issue.) Coordination and review of local zoning ordinances to determine if in accord with regional development policy.

HEALTH

1. Fractionalized Health Planning. Prohibits work on substantive issues. Formulative questions on agency establishment have become all-consuming.

ECONOMIC DEVELOPMENT

1. Economic Resources. Economic activity is unevenly distributed through the region. There is a flourish of activity in some areas while others remain stagnant.
2. Employment. An unbalanced distribution of job opportunities.
3. Lack of governmental policies. Needed to correct imbalances in economic activity and employment distribution.
4. Need for economic development to keep pace with natural

increase of population. Otherwise, suffer impacts of forced out-migration.

HOUSING

1. A balance or equitable distribution of housing. Needed to maintain the quality of existing services and prevent future deterioration in declining areas. Develop housing for low/moderate income near job centers.
2. Discrimination and racial segregation.
3. Use of zoning to prevent low income housing development. Local dependence on tax base structure discourages public housing.
4. Rising interest rates.

TRANSPORTATION

1. Lack of Coordination. Need to develop a coordinated transportation plan which is also in harmony with a long range development plan.
2. Extending mass transit. Many low income families cannot be served by mass transit facilities. System must be extended and more emphasis given to local bus service thereby providing a workable interface between transportation services. A relief of congestion and pollution.
3. Transportation as a substitute for open housing policy. Convenience of the auto has allowed for the dispersion of upper and middle income into the suburbs. Industry and commercial activities have followed, indicating a need for transporting city dwellers to outlying job centers.
4. Urban sprawl and leapfrogged development. Have made it difficult to connect scattered parts of the urban pattern into an efficient transportation system and land use pattern.

III. ANALYSIS OF ISSUES

A. The Relationship among the Six Major Issues

The NIPC staff selected six broad major issues within the region. However, they are not distinct and in order to be clearly understood, their inter-relationship must be perceived.

Tax base planning seems to be the central issue around which the others revolve. The authority for land use control rests in local governmental units, of which there are 261 principal units in the Northeastern Region. Each of these units requires funds in order to exercise its jurisdictional authority. This horizontal fragmentation and fiscal inadequacy breeds fierce competition. This fiscal inadequacy is intensified because the state has the greater opportunity for collection of substantial revenue, while the local units are restricted in the types of taxes they can utilize to raise funds. A unit uses tax base planning to maximize taxpayers while minimizing service costs in order to be competitive with other units. The minimization of service costs results in an effort to encourage development that will provide substantial revenue and require few services. Low-income and public housing do not fall in that category. Therefore, discrimination against economic, social, and racial groups who require this housing becomes intensified. In addition, in the quest for greater revenue, business and industry is encouraged to develop at locations of their choosing with little or no consideration for the regional impact.

Modifications in funding and authority for land use control would adjust this relationship so that equitable distribution of resources and costs could be made. This requires adjustments in the roles of state and local units in relation to one another. Changes in funding should alleviate tension by reducing the pressure of fiscal inadequacy. Ideally, revenue sharing is such a modification, from the Federal level, that will ease the need to scramble for revenue at the local level. (If it increases the total revenues over previous categorical grant program inputs).

If one were to search for an underlying problem uniting those land use issues facing the NIPC Region, it would be that of the inefficient allocation of public and private resources prompted by the disorganized development of this metropolitan area. Certainly, the region faces no inadequacies of attracting growth, rather, the problem is one of allocating this growth and the provision of supportive public services in a rational and systematic manner. Disorganized physical development is reflected in the polarization of the area's population into middle and upper income suburbs while lower income and racial and ethnic groups remain centered in the inner city. Pursuing the suburban migration, industrial and commercial activities have left behind the jobless and unskilled workers without adequate transportation to outlying employment centers or the substantial incomes necessary to find housing in high cost and rent districts. Health facilities are improperly distributed, leaving many areas in serious need of medical services. Similarly, open space and recreation facilities are found in disproportionate amounts.

Endemic to this disorganized physical development is the inadequacy of local government land use controls. Competing municipalities vie for highly taxable new development, yet amidst fragmented planning, no thought is given as to where new development would be accommodated most efficiently. Consequently, one sees duplication of facilities in some areas, while other areas receive facilities only after significant development has occurred.

B. Classification of Issues

1. Substantive - Instrumental

Substantive

1. Land use patterns as an expression of economic, social, and racial discrimination
2. Extent of problem/resource dispersal as a reflection of city/suburb/rural split
3. Public vs. private control of land
4. How much public funding for land use objectives vs. schools, streets, and defense
5. Population control policy
6. What land to conserve? and where?

Instrumental

1. Tax base planning - land use planning
2. Government fractionalization
3. State vs. local levels of government in land use control
4. Inadequate local funding
5. Planning jurisdiction -- planning agency vs. functional agency
6. Fragmented planning jurisdiction
7. Institutional fractionalization
8. Private land use decisions or public facility decisions -- which comes first?
9. Erroneous assignment of service responsibility among levels of government

2. Conserve - Conflict - Develop

Conserve

1. Aquifers
2. Critical environmental areas
3. Prime agricultural land
4. Character and sense of community

Conflict

1. Open space
2. Regional shopping centers
3. Flood plains
4. Urban sprawl

Develop

1. Distributed employment centers
2. Distributed public services
3. Improvements for wastewater treatment
4. Provision of equitable housing patterns for all economic and social levels
5. Mass transit extensions

UNIVERSITY OF ILLINOIS-URBANA



3 0112 050222113